

Message Text

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ACTION EUR-25

INFO OCT-01 NEA-10 ISO-00 CIAE-00 DODE-00 PM-07 H-03

INR-10 L-03 NSAE-00 NSC-10 PA-03 RSC-01 PRS-01 SPC-03

SS-20 USIA-15 ACDA-19 IO-15 SAJ-01 NIC-01 SCI-06

AGR-20 EB-11 HEW-08 TRSE-00 DRC-01 /194 W

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R 121704Z OCT 73

FM AMEMBASSY BONN

TO SECSTATE WASHDC 8002

USMISSION BERLIN

INFO AMEMBASSY ATHENS

AMEMBASSY ANKARA

AMEMBASSY BELGRADE

AMEMBASSY BUCHAREST

AMEMBASSY BUDAPEST

AMEMBASSY LONDON

AMEMBASSY MOSCOW

AMCONSUL ISTANBUL

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AMEMBASSY SOFIA

AMCONSUL THESSALONIKI

AMEMBASSY WARSAW

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E.O. 11652: N/A

TAGS: PGOV, ETRN, EAGR, GW, GE, WB, TU

SUBJECT: GDR CONTROLS ON FRG-WEST BERLIN TRANSIT TRAVEL

REF: (A) BERLIN 1733; (B) BERLIN 1670 (NOTAL)

(C) BERLIN 1645 (NOTAL); (D) BONN 11414 (NOTAL)

(E) BONN 11268 (NOTAL); (F) BONN 11053 (NOTAL)

(G) BERLIN 1747 (NOTAL)

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SUMMARY: GDR HAS REFERRED TO INTERNATIONAL PRACTICE IN JUSTIFYING SPECIAL TRANSIT CONTROLS INSTITUTED AT BEGINNING OF OCTOBER, AIMED AT KEEPING HOOF AND MOUTH DISEASE OUT OF COUNTRY, BUT HAS AGREED THAT ONLY THOSE PERSONS WHO HAVE BEEN IN EITHER TURKEY OR GREECE WITHIN 15 DAYS OF INTENDED PASSAGE WILL BE DENIED TRANSIT. REGARDING PRESS SPECULATION THAT GDR MAY BE HARDENING ITS POSITION WITH REGARD TO TRANSIT "MISUSE," I.E. EXFILTRATION ATTEMPTS, FONOFF SOURCES SAY THEY HAVE NO INDISPUTABLE EVIDENCE THAT SUCH IS THE CASE. END SUMMARY

1. FRG TRANSIT COMMISSION CHAIRMAN WOLFF SENT CABLE ON OCTOBER 3 TO HIS GDR COUNTERPART (FRIEDERICH) ASKING FOR EXPLANATION OF GDR EXCLUSION OF HUNDREDS OF INDIVIDUALS DESIRING TRANSIT GDR TO AND FROM WEST BERLIN. AS REPORTED REFTELA, ADN ON OCTOBER 3 REOORTED INSTITUTION OF RESTRICTIONS IN ORDER TO OBIVATE SPREAD OF HOOF AND MOUTH DISEASE TO GDR. FRIEDERICH REOLIED BY CABLE ON OCTOBER 8 SAYING THAT MEASURES INSTITUTED WERE IN ACCORD WITH RECOMMENDATIONS OF INTERNATIONAL OFFICE FOR CONTAGIOUS ANIMAL DISEASES (PARIS) AND FAO. REPLY CONTINUED, HOWEVER, THAT EXCLUSION FROM USE OF TRANSIT ROUTES WOULD APPLY ONLY TO "CITIZENS OF ALL COUNTRIES" WHO HAD BEEN IN INFECTED COUNTRIES, TURKEY AND GREECE, WITHIN 15 DAYS OF INTENDED PASSAGE. FONOFF OFFICIAL SAID FRG ATTEMPTING VIA TRANSIT COMMISSION TO GET GDR TO DROP ALL RESTRICTIONS AND SAID SPECIFICALLY WE SHOULD UNDERSTAND THAT FRG NOT UNDULY ALARMED BY GDR ACTIONS.

2. IN CONNECTION WITH EXCLUSIONS MENTIONED ABOVE AND WITH NUMBER OF ADN REPORTS OVER LAST TWO WEEKS OF ARRESTS IN GDR OF FRG CITIZENS AND RESIDENTS WSB, PRESS HAS BEEN SPECULATING THAT EAST BERLIN MAY BE STEPPING UP ITS CONTROL MEASURES AND HARDENING ITS POSITION ON "MISUSE" OF TRANSIT ROUTES. IN DISCUSSIONS WITH EMBOFF OCTOBER 9, FONOFF SOURCES SAID THEY HAD NO CLEAR INDICATIONS THAT THIS WAS THE CASE. NEUES DEUTSCHLAND EDITORIAL OF SEPTEMBER 21 (REFTELC, WHICH LASHED OUT AT CONTINUING FRG REPORTS ON ESCAPEES, IS CONSIDERED AS CLEAR SIGN OF GDR DISPLEASURE WITH SITUATION, BUT LIMITED OFFICIAL USE

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FRG OFFICIALS SAID ON OVERALL BASIS THERE ARE NO GROUNDS FOR COMPLAINT ON THIS ACCOUNT REGARDING GDR APPLICATION OF TRANSIT AGREEMENT. FONOFF SOURCES SAID THAT THEY HAD NO INFORMATION THAT GDR HAS BEGUN HARASSING TRANSIT TRAVELERS AND THAT ARRESTS BY GDR AUTHORITIES HAVE GENERALLY BEEN WITHIN GROUND RULES ESTABLISHED IN TRANSIT TRAFFIC AGREEMENT. FRANKFURTER RUNDSCHAU OCTOBER 9 REPORT OF 103 TOTAL ARRESTS SINCE AGREEMENT

WENT INTO EFFECT--WHICH COULD NOT BE CONFIRMED BY FONOFF
SOURCES--WOULD INDICATE NO SIGNIFICANT INCREASE IN
RATE OF ARRESTS OVER THE FIGURE FOR JUNE 1972-JUNE 1973
PERIOD WHEN TOTAL REPORTED CONVICTIONS IN GDR WAS 76
(SEE REFTEL F). HOWEVER, FIGURES MUST BE CLOSELY
WATCHED TO SEE IF APPARENT INCREASE IN ARRESTS (REFTEL
G) IS SHORT TERM MATTER OR TREND. IMPORTANT POINT IS,
OF COURSE, WHETHER OR NOT ARRESTS CONFORM TO "SUFFICIENT
REASON" PROVISION OF ARTICLE 16 OF TRANSIT TRAFFIC
AGREEMENT AND DO NOT CONSTITUTE HARASSMENT OF SIMOLE
TRAVELERS. ISSUE OF MISUSE OF TRANSIT ROUTES IS ALSO SEEN AS
RED HERRING. DURING THE FIRST YEAR OF THE AGREEMENT
(JUNE 72 THROUGH JUNE 73), APPROXIMATELY 200 TO 300
"MISUSED" THE TRANSIT ROUTES TO ESCAPE, OUT OF A TOTAL

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R 121704Z OCT 73

FM AMEMBASSY BONN

TO SECSTATE WASHDC 8003

USMISSION BERLIN

INFO AMEMBASSY ATHENS

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OF ABOUT 6,000 ESCAPEES FROM THE GDR, AND OUT OF ABOUT 12 MILLION "TRANSITS." ABOUT HALF THE INDIVIDUALS ESCAPING THE GDR DO SO VIA THIRD COUNTRIES WHERE, ACCORDING TO FONOFF SOURCE, A NUMBER OF ARRESTS OF "ESCAPE HELDERS" HAS ALSO OCCURRED.

3. SPECIAL COMMITTEE ESTABLISHED BY STATE SECRETARIES (REFTELE) HAS COMPLETED ITS WORK AND MADE ITS REPORT.
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AT TWENTY MINUTE FINAL MEETING OCTOBER 3, COMMITTEE CONFIRMED FRG POSITION THAT BONN IS NOT OBLIGED TO DO ANY MORE THAN APPLY LAWS PRESENTLY ON BOOKS AND, OF COURSE, THERE IS NO LAW IN FRG AGAINST ASSISTING SOMEONE TO ESCAPE FROM THE GDR. THE ONLY RECOMMENDATION FOR ACTION MADE BY THE COMMITTEE IS THAT, IN ACCORDANCE WITH ARTICLE 17, PARAGRAPH 2(A) OF THE TRANSIT TRAFFIC AGREEMENT, THE FRG SHOULD STOP ITS ACTIVITIES TO INFORM TRAVELERS OF THE RULES OF AND TO WARN THEM OF THE PENALTIES FOR "MISUSE."

4. INTERESTINGLY, SOVIET EMBASSY COUNSELOR RAISED EXFILTRATION ISSUE WITH EMBOFF OCTOBER 12. HE SAID THE GDR WAS TAKING PROBLEM SERIOUSLY AND THAT THE RECENT SPATE OF PUBLICIZED ARRESTS OF THOSE INVOLVED IN EXFILTRATION ACTIVITIES WAS DESIGNED TO DISCOURAGE SUCH ACTIVITIES. HE ALSO COMMENTED THAT WHILE SOVIETS HAD SOME UNDERSTANDING FOR DOMESTIC FRG DIFFICULTIES INVOLVED IN GETTING ANTI-EXFILTRATION LAWS OR REGULATIONS PASSED, HE THOUGHT THE ALLIES AND FRG SHOULD WORK TOGETHER TO KEEP THE TRANSIT ROUTES FREE FROM MISUSE. EMBOFF CONCEDED DESIRABILITY OF KEEPING THESE ROUTES "CLEAN", BUT NOTED THAT ALLIED PROBLEMS IN IMPOSING CONTROLS WERE NO LESS DIFFICULT THAN THOSE OF FRG IN THIS SENSITIVE AREA.
HILLENBRAND

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